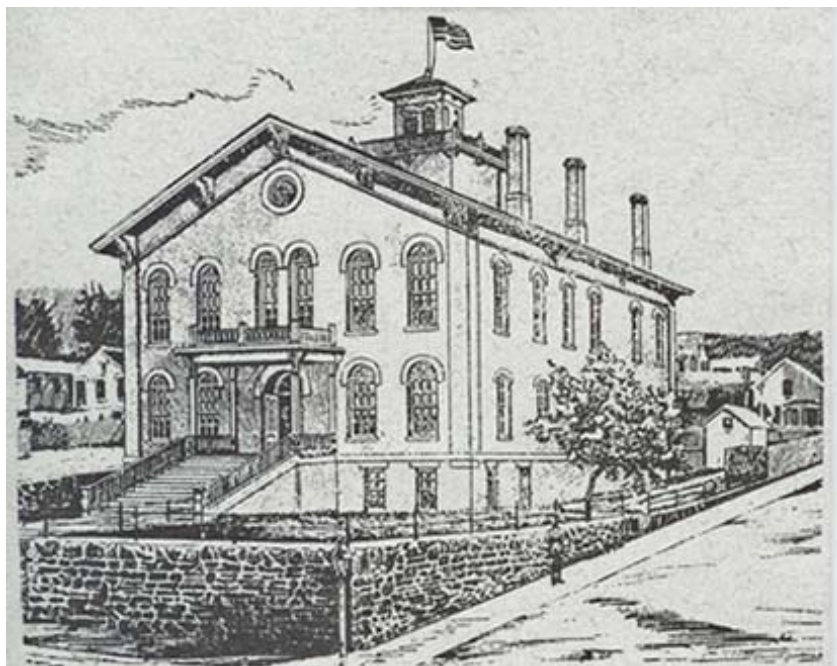


**A STUDY OF PUBLIC SAFETY SERVICES
IN
THE MADISON COUNTY PORTION
OF THE
BIG SKY COMMUNITY**



**Prepared for:
The Madison County Board of Commissioners**

**By
Firescope Mid-America
Greeley, Colorado**

Website Informational Version

TABLE OF CONTENTS

Executive Summary	2
Introduction.....	5
Methodology	5
Planning Period/Situational Analysis	6
Findings.....	7
General.....	7
Fire Protection and Emergency Medical Service.....	9
Hazardous Materials.....	10
Law Enforcement.....	11
Search and Rescue	11
Emergency Management and Communications.....	12
Ingress and Egress.....	13
Analysis	14
General.....	14
Fire Protection and Emergency Medical Service.....	14
Hazardous Materials.....	15
Law Enforcement.....	15
Search and Rescue	17
Emergency Management and Communications.....	17
Ingress and Egress.....	18
Recommendations	19
Emergency Medical Service	19
Fire Protection	19
Hazardous Materials.....	19
Law Enforcement.....	20
Search and Rescue	20
Emergency Management and Communications.....	21
Ingress and Egress.....	22
Acknowledgements	23
Appendix A	24
Appendix B	25
Appendix C.....	27

EXECUTIVE SUMMARY

In September 2006, the Madison County Board of Commissioners engaged Firescope Mid-America to examine the current status of public safety services in the Madison County portion of the Big Sky community. The specific objectives of the study are:

- To determine the legal and perceived social obligations of Madison County government to provide public safety services to the Madison County portion of the Big Sky community.
- To assess the current status of public safety services in the Madison County portion of the Big Sky community.
- To explore alternatives for the provision of public safety services in the Madison County portion of the Big Sky community.
- To recommend viable approaches to be considered for implementation by the Board of Commissioners of Madison County and/or others.

The study included contact with many stakeholders in the Big Sky community and Madison County either by individual conversation or at two public meetings. It also included an extensive literature search and analysis of the data collected.

The report was completed in early December 2006 and it includes the following recommendations:

Emergency Medical Service (EMS)

- 1. Support the concept of a community wide EMS by advocating participation in the current system.**
- 2. To the extent that it makes good sense from an economic development standpoint, assist the Gallatin Canyon Consolidated Rural Fire District (GCCRFD) in any way possible to provide quality EMS.**
- 3. Madison County should encourage the Yellowstone Club and the GCCRFD to enter into a mutual aid agreement that is balanced in terms of resource commitment and willingness to respond to EMS calls.**

Fire Protection

- 1. Support the concept of a community wide fire service by advocating participation in the current system.**
- 2. Encourage the development of new and use of existing mutual and automatic aid agreements among the adjacent fire service agencies in Madison and Gallatin Counties.**
- 3. Madison County should take a positive partnership role in developing a viable wildland fire protection plan for the entire Big Sky community.**
- 4. Madison County should encourage the Yellowstone Club and the GCCRFD to enter into a mutual aid agreement that is balanced in terms of resource commitment and willingness to respond to fire service related calls.**

Hazardous Materials

- 1. Establish a written agreement with the GCCRFD to provide Hazardous Materials response to the Madison County area of the Big Sky community at an operations level.**
- 2. Provide financial/equipment support to the GCCRFD consistent with that given to other Madison County hazardous materials responders.**
- 3. Establish a written agreement with the Bozeman Fire Department to provide technician level service to the Big Sky community (if not all of Madison County) on the basis of a call for assistance from one of the awareness or operations level providers.**

Law Enforcement

- 1. Establish a law-enforcement planning group comprised of representatives from both Counties.**
- 2. Maintain the current law-enforcement contract in place with GCSO.**
- 3. Examine staffing to see if expanded services such as code enforcement could be included within the existing fee structure.**
- 4. Work with the developer/resort community to provide affordable public safety housing within the Big Sky area.**

Search and Rescue

- 1. Madison County should consistently provide technological (safety and effectiveness tools) support for its search and rescue team.**
- 2. Funding support for the Gallatin County Search and Rescue Team should be provided by Madison County.**
- 3. The Madison County Sheriff should provide needed coordination for search and rescue deployments using accepted Incident Command Procedures.**
- 4. Madison County, through its Office of Emergency Management, should insure that effective communications exist in the wilderness areas around the Big Sky community.**

Emergency Management and Communications

- 1. The Madison County Office of Emergency Management (MOEM) should include citizen stakeholders and emergency services providers from the Big Sky area in all aspects of the disaster planning function.**
- 2. The MOEM should act as a facilitator to insure that adequate and functional mutual aid agreements are in place among the appropriate agencies providing emergency services to the Madison County portion of Big Sky.**
- 3. Effective and reliable communications should be established between the emergency service providers and the Madison County Sheriff's Office and Emergency Operations Center (EOC).**
- 4. For major emergencies or disaster situations that are isolated to the Big Sky area, Madison County should be represented in any EOC operation established in the Big Sky community in order to provide resources and assist in the management of the situation with NIMS qualified personnel.**
- 5. For the benefit of Big Sky residents in both Counties, a discussion should be initiated among the emergency service providers and the County governments toward improving public safety communication services in the Big Sky area.**

Ingress and Egress

- 1. Madison County should take a leadership role in studying alternative routes for ingress and egress for the Big Sky community.**
- 2. The existing agreement with Moonlight Basin Ranch should be continued in order to provide alternate access for small emergency vehicles and limited evacuation over the Jack Creek Road.**

It is important to understand that this study is an examination of the current situation and a planning threshold that likely spans no more than five years. Reexamination of these important service areas should be ongoing particularly in the areas of law enforcement, public safety communications and emergency management.

The full report contains detailed analysis of the information and explanations of the various recommendations.

INTRODUCTION

In September 2006, the Board of Commissioners of Madison County, Montana authorized this study of the public safety services and systems in the portion of the Big Sky community that is within the corporate boundaries of Madison County. The objectives of the study are:

- To determine the legal and perceived social obligations of Madison County government to provide public safety services to the Madison County portion of the Big Sky community.
- To assess the current status of public safety services in the Madison County portion of the Big Sky community.
- To explore alternatives for the provision of public safety services in the Madison County portion of the Big Sky community.
- To recommend viable approaches to be considered for implementation by the Board of Commissioners of Madison County and/or others.

The study was conducted by Firescope Mid-America, a public safety consulting firm headquartered in Greeley, Colorado, during the months of September-December 2006.

METHODOLOGY

Firescope Mid-America accomplished this study using the following resources and methodologies.

- Extensive interviews were conducted during a site visit and telephone conversations in early October 2006. The interviewees included local officials, public safety providers, land developers, resort operators, elected officials and members of the public. A list of interviewees is included as Appendix A. In order to assure candor, Firescope Mid-America opted not to attribute any comments or information specifically.
- A literature search was conducted to determine applicable federal, state or local laws or standards that apply. In addition, national standards of recognized good practice were reviewed for the various public safety service areas. Some of these standards are cited in specific sections of this report.
- A public meeting was held on Tuesday, October 3, 2006 at the Big Sky Resort. Input was received from several people. A summary of the comments (unattributed) is included in Appendix B.
- Statistics regarding community demographics, public safety resources and public safety service demand were furnished by several sources and were reviewed for this study. Community growth projections were also reviewed by the consultants and factored into the analysis and recommendations.
- Existing agreements for services among local governments and organizations related to public safety were reviewed.

Firescope Mid-America approaches projects with two overarching priorities. Quality public safety services for its client's customers and safety for public safety providers will always influence our work.

The information gathered was analyzed and compared to both community expectations and recognized good practice in order to develop the alternatives and recommendations presented. Great care was taken to offer only viable alternatives and to make recommendations cognizant of, yet free from organizational and personal bias.

Planning Period/Situational Analysis

Any review of services and needs for dynamically growing areas such as Big Sky and Madison County should be subject to frequent review. Although planning information is available for a number of upcoming developments and projects, the build out time periods are purely speculation. Economic factors will play a key role in determining both the need for public safety services and the ability of local governments to provide those services. In short, there are a myriad of factors that can impact the matters discussed in this report. Good planning practices would dictate that these subject areas be reexamined in no more than five years and sooner if unexpected growth or changes in local government circumstances occur.

While it might not be necessary to review and make changes in every area of public safety, there are certain items identified in this report that are more likely to be seriously impacted by rapid growth, changes in the relationships among local governments and/or changes in technology. They are:

1. The Law Enforcement contract. This relationship requires continuing scrutiny not only for its effectiveness, but also for its equity. Providing services directly through the Madison County Sheriff's office may be a viable option in the future. However, the breadth of services required versus those available must be carefully weighed.
2. Public Safety Communications. Technology changes and the cost of services may make the provision of 9-1-1 answering and emergency dispatching services subject to frequent review. Meeting the appropriate national standards¹ and customer service should be the driving factor in any review of this area.
3. Emergency Planning and Exercise. This activity cannot be done without the recognition that the Big Sky community is in many respects an entity unto itself, but without a unifying government. It may be incumbent upon Madison County to take a larger, consolidating role in this area if others are reluctant to step forward or if time resources are a significant problem.

FINDINGS

The following is a list of findings and understandings developed by the consultants during the study. It does not represent all information collected. However, these points were deemed particularly relevant to the analysis and recommendations. The findings listed are in no particular order of importance.

General

1. The Big Sky community is a rapidly growing, upscale resort community with a broad scope of structures, populations and user functions. Its property values are among the highest in the nation and the demographics support the concept that fewer and fewer service related employees are able to own property and/or live in the community.
2. The Big Sky community is just that, a community. It does not have any form of municipal or unifying government. It does have a number of special service districts, public utility districts and home owners' associations. The Community is bisected by the boundary between Madison and Gallatin Counties with the majority of the ski resort properties and developments situated in Madison County and the majority of individually owned businesses and permanent residences in Gallatin County. Most of the special service and public utility districts encompass properties in both of the counties.
3. There are several groups/boards that recognize the value of a municipality but have been unsuccessful in forming such. Included in these groups are the Big Sky Chamber of Commerce and the Big Sky Owners Association. Efforts to form a municipality are ongoing.
4. Madison County is a rural area in all but the Big Sky community. Its county seat, Virginia City, and its largest community, Ennis, are geographically separated from the Big Sky community by significant mountain terrain. Although the Jack Creek Road is in place, much of it is privately owned by the Moonlight Basin operation. Certain portions of both the public and private sections of the road are difficult to maintain during inclement weather even with the best of efforts. Several of the bridges on the public section would be suspect for use by large fire apparatus. Under the best of conditions, a trip from Ennis to the Mountain Village portion of Big Sky would be 1 to 1.25 hours for most emergency equipment.
5. Gallatin County is a significantly more urban area when compared to Madison County. However, its county seat, Bozeman, is still about an hour away via United States Highway 191 and Montana Highway 64. All public access to the entire Big Sky community is from the Gallatin County side along the above mentioned easily accessible public roadways.
6. The Big Sky community is bounded by public lands on all sides including the Gallatin National Forest, the Beaverhead National Forest and the Lee Metcalf Wilderness area. It lies forty-nine miles Southwest of Bozeman, Montana and fifty-six miles North of West Yellowstone, Montana.
7. There are four major resort developments in the Big Sky community. Big Sky and Moonlight Basin are privately owned ski resorts with accommodations for day use, partial ownership and full-time residents. Both maintain extensive ski slopes, lifts and related facilities. Spanish Peaks is a residential resort with opportunities for partial ownership as well as seasonal and permanent occupancy. It does not have its own ski facilities. The Yellowstone Club is a unique development providing partial and full time occupancy of extremely upscale properties with very high levels of security and privacy. It does operate

extensive ski facilities but they are not open to the public. All four of the developments operate golf and other recreational opportunities consistent with their customer access policies. The vast majority of the land owned by all four operations is located in Madison County.

8. During all of the interviews with Big Sky community officials, resort representatives, property owner representatives and emergency service providers, the consultants could find no support for changing the agencies that deliver law enforcement, emergency medical services or fire protection to the Big Sky community. This was also the case during the public meeting. A number of people recognized the need for some service improvements, increased community input and/or formalization of agreements. The consultants recognize that some individuals in Madison County may differ on these points.
9. Estimates of the permanent population and occupancy on a peak ski day ranged widely depending on the source of information. Since Big Sky does not exist as a political entity, there is no actual census data available. The Madison County Planning Office estimates that there are approximately 1,200 full-time residents in the entire Big Sky community, the majority of who probably live in the Gallatin County portions known as the Meadows and Canyon areas.

A peak day population is best calculated by adding the estimates provided by the three ski resorts and the Big Sky Owners Association. These entities estimated an absolute peak population at any one time of approximately 22,000 people. The peak days occur during the Christmas and Presidents' Day holiday weekends. Since a large majority of the housing represents vacation/second homes, the number of people present would always be under the total capacity of the housing units. According to all of the sources, this estimate of peak population includes not only overnight occupancy, but also day users who commute to Big Sky.

Although there are some concert and entertainment venues currently existing, none are of a large capacity. Future venues are planned but have not been defined in terms of size.

10. Growth is certainly occurring in the Madison County portion of Big Sky. Moonlight Basin has a plan on file for expansion that will ultimately include several hundred upscale single and multi-family housing units. The Big Sky Resort is likely to be adding more multi-family structures as well. Spanish Peaks and the Yellowstone Club will be adding more upscale single family housing and condominiums according to their plans. Nearly all of the aforementioned growth will be in the form of vacation/second homes with only seasonal or sporadic occupancy.
11. Madison and Gallatin County governments, the resort owners and the Gallatin Canyon Consolidated Rural Fire District (GCCRFD) have all realized the importance of providing some affordable housing in the Big Sky community. Career firefighters, police officers and emergency medical responders are already finding it very difficult to afford housing in Big Sky. When they are commuting from distant communities, they are not available quickly for call back or force supplementation. With the permanent resident population not growing as fast as the built environment, finding volunteer firefighters and emergency medical responders becomes problematic also. A growing number of the permanent residents are of retirement age or have little interest in volunteering for some difficult, time consuming and sometimes dangerous community service.

Fire Protection and Emergency Medical Service

12. The GCCRFD is a political subdivision organized under Montana Law. The District's boundaries encompass a large portion of the developed land in Big Sky in both counties. The district receives petitions for annexation from developers and/or private land owners usually just prior to construction of improvements. While annexation is technically voluntary, some land use plans approved by both counties have made annexation to the District mandatory for the provision of proper fire protection.

The District levies a property tax on properties included in its boundaries and also receives some funds annually from the Big Sky Resort Tax Board. Funds from the resort tax proceeds are controlled by the Board and must be requested annually for specific purposes. State and Federal grant funds are occasionally received as well.

The GCCRFD provides fire protection, paramedic level emergency ambulance service, certain technical rescue service, hazardous materials response, and fire prevention services. There are two existing fire stations, one in the Mountain Village and one in the Meadow Village. The latter is the District's headquarters and the only station staffed by career personnel. The District employs eight career personnel, two seasonal personnel and maintains seventeen volunteer staff. The current call load and trends are portrayed in Table 1 below. Either three or four personnel are on duty at all times in the station or within 5 minutes response time.

Table 1

Year	'96	'97	'98	'99	'00	'01	'02	'03	'04	'05
Calls	173	165	197	228	241	271	291	320	392	484
% +/-	x	-4.6	+19.4	+15.7	+5.7	+12.4	+7.4	+10.0	+22.5	+23.5

Currently, approximately 71% of GCCRFD calls are emergency medical related, with approximately 51% of those calls requiring Advanced Life Support (paramedic level) services. Of the total GCCRFD calls approximately 47% are in the Mountain area, 24% in the Meadow area and 23% in the Canyon area².

The largest single potential for a disaster in the Big Sky area would appear to be a major wildland fire. Much of the area in Madison County was logged in the past 50 years and is now enjoying renewed forestation. However, the new and often unthinned growth provides significant fuel loads with some in ladder fuel configurations. Although a wildland fire management plan exists on paper for the area³, it is outdated and needs some revisions to make it effective for all concerned. The Sheriff of Madison County along with the Fire Chiefs and Forestry employees are designated as fire wardens by Montana law⁴.

The District faces a number of challenges in the years ahead. The rapid growth of the Big Sky community and the increasing difficulty of recruiting and retaining both career and volunteer personnel will likely require additional funds and effort. The District Board is actively addressing the problems facing the District and fully understands both the needs and alternatives.

The GCCRFD enjoys incredibly good relations with its constituents and with adjacent service providers. The exception to this is some strained relations with the Yellowstone Club. Because of the unique level of privacy desired by the Yellowstone Club members,

they have opted not to annex into the GCCRFD and to cancel a contract for services with the GCCRFD. In place of the public services, the Yellowstone Club employs its own public safety personnel who provide fire, emergency medical, basic rescue, basic hazardous materials and fire prevention services. While the GCCRFD does maintain mutual aid agreements with surrounding public fire service and emergency medical service (EMS) providers, it does not currently have an agreement with the Yellowstone Club.

The consultants did hear concerns from several constituents regarding the lack of any career staff or adequate number of volunteers operating out of the Mountain Village station. Citizens felt that a significant number of calls and a very significant percentage of the property and life safety risks are located in the Mountain Village area.

The current Insurance Services Office fire defense capability ratings afforded to insured properties within the GCCRFD Boundaries are five, nine and ten⁵. The class five rating applies to those properties within 1,000 feet of a fire hydrant and five driving miles or less from a fire station. The class nine rating applies to properties within five driving miles or less from a fire station, but without any public water supply system. The class ten rating applies to those properties that are more than five driving miles from a fire station.

The Yellowstone Club has received a Class 5 ISO rating for all areas within its boundaries that are within five road miles from their fire station and 1,000 feet from a fire hydrant⁶. This would apply to literally all of the structures in the Yellowstone Club.

The Yellowstone Club currently operates a 24/7 paramedic ambulance using contract personnel from AMR Corporation in Bozeman to staff the Club's ambulance. It has a second paramedic ambulance on duty during part of the week when a second paramedic is on duty.

Ambulance calls are a major portion of the GCCRFD's and Yellowstone Club's service load. Not only do they represent the largest single category of service demand, they also represent a very large time commitment. Since the closest hospital is located in Bozeman, most ambulance calls result in a three to three and one half hour turn around time. Although there is a small urgent care clinic in Big Sky, the vast majority of patients are transported to Bozeman.

Hazardous Materials

13. Calls for hazardous materials releases or related incidents in the Big Sky community are handled by the GCCRFD initially. The vast majority of GCCRFD career and volunteer personnel are trained to the operations level⁷ and they have some basic equipment for product identification, concentration detection and spill control. The GCCRFD has an agreement with the Bozeman Fire Department for more comprehensive response including equipment and personnel trained to the technician level⁸. The agreement covers all of the GCCRFD corporate limits including those portions within Madison County.

Hazardous materials calls in the remainder of Madison County are handled by the designated fire department for a specific area. Those agencies have very limited equipment and are trained to the awareness level⁹. Calls requiring any product confinement and/or clean up are referred to the Bozeman Fire Department's Hazardous Materials Response Team. Madison County government has provided some basic equipment to their awareness level first responders in the past.

MADISON COUNTY PUBLIC SAFETY

The Yellowstone Club maintains some limited equipment and has personnel trained at the awareness, operations, and technician levels. However, they will be confining their service to the awareness level. They do not have a specific arrangement with the Bozeman Fire Department for advanced services. However, it is likely that the Bozeman Fire Department would respond if called.

Law Enforcement

14. The existing contract between Madison County and Gallatin County for law enforcement services in the Big Sky Resort Area District has been in effect since July 1, 2005 and will remain in effect until June 30, 2007. The Sheriff of Gallatin County is tasked under the agreement to “provide law enforcement services to the Gallatin and Madison County portions of the Big Sky Resort Area District (BSRAD).” The agreement stipulates the staffing levels associated with the provision of law enforcement services and the qualifications of those providing the service. This portion of the agreement requires that Gallatin County fund two deputy positions, that Madison County fund two deputy positions and that BSRAD fund one additional deputy position. The cost for staffing appear to be Gallatin County funding 40% of the costs, Madison County funding 40% of the costs and BSRAD funding 20% of the costs. The contract requires that all deputies shall be a resident of the Big Sky area with at least one residing in the Madison County portion of the BSRAD. The law enforcement services to be provided by Gallatin County include necessary overtime, backup support and service of civil process. In the provision of services by Gallatin County employees in Madison County, they will be deputized in Madison County. The fees paid by Madison County to Gallatin County, pursuant to this contract, are approximately \$186,000 per year.

Search and Rescue

15. Volunteer search and rescue organizations exist in both Madison and Gallatin Counties. Both organizations serve the Big Sky community with the vast majority of services being provided by the Gallatin County team. The Gallatin County Search and Rescue Team consists of an active group of volunteers, administered and funded, to a degree, under the Gallatin County Sheriff’s Office. In addition, some resort tax funds have been directed to the Gallatin County organization since it is very active in the Big Sky area.

The Madison County Search and Rescue Team is also a volunteer activity. It has a \$5,000 line item in the Madison County budget and is also administered through the Madison County Sheriff’s office. Although most incidents in the Big Sky area are managed from the Gallatin County side, the Madison County team is prepared to function in that area and has done so on one or two occasions in the past year.

The two groups appear to work well together although those opportunities seem to be very infrequent. However, communications and some technology barriers make their effective interaction difficult at times.

Montana Statutes require the Sheriff of a given county to coordinate the activities of a search and rescue effort while it is ongoing¹⁰.

Emergency Management and Communications

16. Madison County provides Emergency Management services to its constituents through a full-time position devoted to that activity as well as shared clerical support. The activity is effective and organized beyond what might be expected in many rural counties. The physical and communication barriers between the Big Sky community and Virginia City make provision of any response activity from the Emergency Management office somewhat difficult. However, these are not barriers to planning for disaster response and exercising those plans.

Disaster planning is an ongoing process in Madison County, as it should be. The common identifiable hazards are addressed by the current plan and the new generation of hazards related to terrorism and pandemic diseases are being considered. Resources to accomplish the planning are very limited and the information available to local governments in some subject areas is limited and confusing.

17. The scheduled installation of a microwave radio/data link on top of Lone Peak will surely enhance the capability for communications between the Big Sky community and Virginia City. The microwave link will provide a reliable path for multiple communication methodologies and will be part of a statewide system being constructed with Homeland Security Funds. A simple Very High Frequency (VHF) repeater is currently being installed to provide a basic public safety communications path among Virginia City, Big Sky and the Jack Creek drainage area.
18. Enhanced 9-1-1 telephone service for the Big Sky area is provided by Gallatin County through its Public Safety Answering Point (PSAP). The responsibility for Enhanced 9-1-1 service in the Yellowstone Club seems to be a debate. The recent proposal provided by the administration of the Gallatin County PSAP is extremely costly and, by their own admission, indefensible. The workload represented by the Yellowstone Club will never be a significant portion of the PSAP workload. The current system used by the Yellowstone Club requires that a particular number be dialed to report a problem to the security center. That information is then forwarded by telephone or radio to the Yellowstone Club response units. Currently, 9-1-1 calls from the Yellowstone Club telephones go to the Gallatin County PSAP. Calls for fire and emergency medical related matters are transmitted by telephone from the PSAP to the Yellowstone Club security gate house. From there the information is passed on to Yellowstone Club responders. Law enforcement related calls are given by radio directly from the PSAP to the Gallatin County Sheriff's units.

According to the State of Montana Emergency Telephone System plan, the Yellowstone Club area is assigned to the Gallatin County PSAP. Taxes collected by the 9-1-1 telephone surcharge (\$.50 per line per month) are channeled to the Gallatin County PSAP funding process. However, it should be noted that the Gallatin County PSAP receives supplemental funding from property taxes via the County's general fund as the 9-1-1 surcharge is insufficient to fund the operation.

Surcharge income for the 9-1-1 system in resort communities is unusually low when compared to other communities. Although fees are charged on cell phone lines, they are typically paid and used in the home area for a given cell phone. When most of the cell phones in a given area such as a resort are used by visitors, the resort community typically receives none of that revenue. Additionally, many property owners who occupy their second residence on a part time basis are no longer establishing "hard wired" phone lines that generate a 9-1-1 fee.

Ingress and Egress

19. The Big Sky community is essentially situated on a large cul-de-sac. Although Montana Highway 64 is well maintained, it represents the only viable route for significant amounts of traffic to enter and leave the Mountain and Meadow Village areas. A single ingress/egress route to an entire community is never a desirable situation. However, the terrain of the area has seemingly dictated that situation for many years.

The Jack Creek Road is maintained for limited use and is, for the most part, privately owned. Without very significant and costly improvements, it will not ever represent a viable ingress/egress route for moving large numbers of vehicles either for normal or emergency use.

ANALYSIS

General

Montana Statutes provide that county governments are empowered to provide a number of services to their constituents. Empowered does, however, differ from obligated. For instance, while a county may provide emergency medical service, it is not legally obligated to do so. Those emergency related services for which a county does seem to be obligated to provide include:

1. Sheriff's Office¹¹ – including law enforcement, court services and jail services.
2. Public Health¹² – including control of infectious diseases and a myriad of licensing services.
3. Emergency Management¹³ – including emergency planning, a framework for emergency response, plan exercises and grant administration.
4. Fire Protection – both in terms of providing for the organization of rural fire services¹⁴ and appointing fire wardens for wildland fire protection¹⁵

Madison County currently provides the aforementioned services to its citizens with the exception of providing rural fire protection. Rural fire protection and other public safety services are either provided by taxing districts or other organizations inside or adjacent to the County.

It would seem very appropriate to extend the services provided by the County to the Madison County portion of the Big Sky community at a level required by that Community, either by direct provision of these services or by financial support of others.

The obvious advantage of providing the services directly is the level of quality control and cost effectiveness afforded by direct management. However, certain significant barriers exist for the provision of services by Madison County to the Big Sky community.

1. Geography – the significant geographic barrier presented by a mountain range impacts service provision and/or effective supervision of services.
2. Urban/Rural environment – although the Big Sky community may not technically be an urban area, it differs greatly from the remainder of Madison County, both in terms of service demand and citizen expectations.

Given the divergence between the Big Sky community and the remainder of Madison County as well as the resources available to provide public safety services, each of the public safety areas was analyzed.

Fire Protection and Emergency Medical Service

The current service provided to the entire Big Sky community is quite good but will necessarily need to grow with the Community, both in Madison and Gallatin Counties. The GCCRFD receives its operating and capital revenue from property tax levies within its boundaries as well as some of the resort taxes. Those areas not within the corporate boundaries of the GCCRFD receive services as a function of adjacency and the fact that patients (regardless of their being within or outside of the District) are charged a fee for the service. The Yellowstone Club, because of its unique product, has chosen to provide its own service.

Providing fire service and EMS to the Big Sky community through Madison County government is problematic. First, the service is not provided by County government to the remainder of Madison County citizens. Second it would require either the creation of a new entity, the significant

MADISON COUNTY PUBLIC SAFETY

expansion of the existing services in Ennis, or the subsidizing of the GCCRFD that now provides the service.

Creating a new entity, either in consort with a new fire agency or a law enforcement agency in Big Sky does not overcome the issues that face the current providers. While this solution would clearly allow a greater degree of control for Madison County government, it would require some degree of redundant hierarchy of management and supervision that already exists with the GCCRFD and the Yellowstone Club. Thus the economics, the imbalance of service with the remainder of the County and the popularity of the existing system preclude this as a viable alternative.

Hazardous Materials

The Big Sky community in Madison County is not significantly prone to hazardous materials spills since it is free of any major transportation corridors or fixed industrial facilities. However, that does not mean releases that can threaten people and/or the environment will not occur. Federal laws and regulations¹⁶ require that each County establish a Local Emergency Planning Committee (LEPC) to address how releases of hazardous materials will be handled within its boundaries. The obligation allows a myriad of response alternatives as long as the matter is addressed.

Currently, the national standard for firefighters¹⁷ requires that personnel certified at Firefighter I level be trained to the awareness level¹⁸. This training essentially prepares responders to recognize the level of hazard and take basic life safety precautions to prevent injury to themselves and citizens. However, the next edition of the Firefighter I standard¹⁹ will require that they be trained to the operations level as defined by the United States Department of Labor standard²⁰. This level prepares firefighters to recognize the hazard, protect themselves and others and to take limited steps to mitigate the impact of a release.

Having personnel trained properly is only a portion of the commitment. They must be properly equipped for the level of service that they are expected to provide. At the awareness level, this essentially means standard self contained breathing apparatus and personal protective clothing for firefighters. Above the awareness level, additional protective envelopes are required.

Given the infrequent incidents and generally small quantities of hazardous materials in the Madison County portion of Big Sky, it makes little sense organizationally or financially to create a separate entity to address hazardous materials incidents. Also, it would seem untimely to address spills in the Big Sky area with equipment and personnel from an existing Madison County fire department. Using and supporting the existing systems in place and insuring that they are understood in writing should fulfill the obligation of the County.

Most agencies that respond to hazardous materials calls are empowered by Montana Statutes²¹ and Federal regulations²² to collect reimbursement from a spiller, if that spiller can be identified. Based upon that empowerment and the fact that valuable experience is gained from each of these infrequent calls, there is seldom a charge for services from one agency to another. It is appropriate, however, to cooperate with adjacent agencies that provide service in obtaining grant funds for the hard costs of equipment and expendables.

Law Enforcement

The "Provision of Services" area of the law enforcement contract does not really stipulate the type of services to be provided, other than general "law enforcement services". The "Presence of Law Enforcement in Madison County", portion of the contract requires that a visible law enforcement presence be provided in the Madison County portion of the BSRAD on a regular basis. The main

MADISON COUNTY PUBLIC SAFETY

thrust of the provision of services portion of the contract is directed at staffing levels and not frequency, type or quality of service. Negotiators for Madison County may want to think of more performance directed measures for assessing service, rather than just staffing levels, i.e., response times, percent of cases cleared, arrest numbers directed at alleviating community concerns, or code enforcement functions which are currently not addressed.

The equal provision of staffing by both Gallatin County and Madison County does not reflect the community demand for service. When examining the calls for service loads for law enforcement within Big Sky for 2005²³, 66% of those calls occurred in the Gallatin County area and 29% occurred in the Madison County area. However, it appears Madison County is funding 40% of the staff being provided. This would appear to be an inequity.

Currently, Gallatin County provides prisoner housing for arrests by their deputies fulfilling the contract in Madison County. There is no arrest charge back to Madison County for this cost.

No community member, developer or resort representative expressed any desire to change their law enforcement service provider from the Gallatin County Sheriff's Office (GCSO) to the Madison County Sheriff's Office (MCSO). On-site visits to each Sheriff's Office confirms this evaluator's perspective that Gallatin County, being a larger agency, is better prepared to provide a broader range of service including crime scene processing, SWAT, etc. This is not offered to disparage the Madison County Sheriff's Office. It is a very capable office. However, due to its size and supporting infrastructure, GCSO has had the opportunity to develop a broad spectrum of law enforcement specialty services.

Concerns expressed by community members about law enforcement issues centered on response times being too long. This observation is supported by the analysis of calls for service. Many residents interviewed stated that GCSO did a great job, once they got there. One citizen complained that it took GCSO three days to respond to a theft complaint. This may have been due to the 4/10 schedule of deputies employed by GCSO. To alleviate this issue, calls for service should be re-directed to other GCSO personnel when the assigned Big Sky deputy is off-duty.

The second level of concern expressed by community members regarding service delivery involved the lack of code enforcement type activities, i.e., parking, abandoned vehicles, etc. Traditionally, this level of service has not been provided by the Sheriff's Offices. However, this level of service is being noted as a deficiency by area residents.

Both of these areas of concern noted are characteristic of areas transitioning from a more rural brand of law enforcement to a more urban policing service. With increased concentrations of part-time residents bringing perceptions of quality law enforcement service from their respective permanent residences, the demand for a broader range of law enforcement will continue to increase.

Additionally, the matter of an increasing number of small venue concerts, corporate seminars and high profile visitors could provide an occasional need for special duty situations. These situations are sporadic and seasonal in many cases and typically require customized services if any.

The following analysis is based on calls for service provided by Bruce Cunningham, CAD System Administrator for Gallatin County/City of Bozeman 911 Communications.

In 2005, GCSO responded to a total of 194 calls for service in the Madison County area of Big Sky. This number represents 29.5% of the total calls for service (658) for the Big Sky area.

MADISON COUNTY PUBLIC SAFETY

In determining staffing requirements based on this call-load, no average time per call numbers were available for this report. Applying a generous 3 hours per call average due to geography (national averages are usually 30-45 minutes per call), would generate only 585 staff-hours dedicated to call resolution per year. Applying a standard of call resolution constituting one third of required deputy time, preventative patrol another third, and administrative functions another third, this process would establish a staffing requirement of 1,755 staff-hours. With a staff-year composed of 2,080 staff-hours, 1,755 hours represents 84.4% FTE (full-time employee). Applying a standard assignment availability factor of 1.75 (this factor accounts for training, sick leave, holiday leave, etc.) the projected number of officers to handle the current call load in the Madison County portion of Big Sky is approximately 1.48-1.50 FTE's.

Under current contract Madison County is paying for two full-time deputies. If Madison County were to continue this level of support, it appears that employee time would be available to provide additional levels of service to Big Sky residents. This is not to imply that the Deputies are not engaged in proper law enforcement activities, but merely to state that the activity may well be in portions of the Big Sky area other than Madison County. Since Big Sky is indeed a community, the traffic enforcement, crime prevention and other activities performed by the Deputies, regardless of the political boundary, offer value to all of the residents of Big Sky.

In 2005, the average response time for GCSO to arrive at all calls for service in the Madison County area of Big Sky was 38.80 minutes. More alarming in this statistic is the response time for priority one calls (usually emergency calls for service) at 24.09 minutes. In more metropolitan areas, times targeted for priority one calls is 5-7 minutes. This may be a reflection of the unusual geography and the larger patrol areas of most Sheriff's Offices. But it is also fueling citizen discontent as the residents of Big Sky change from a more rural, self-sufficient citizen, to citizens living part-time in the area and bringing higher service expectations with them.

Search and Rescue

Search and rescue is a crucial service in the rugged environment of the Big Sky area. The fact that it is accomplished effectively by a group of very professional volunteers is indeed a valuable community asset. It is another service that will routinely involve crossing county boundaries, probably without even being aware of the location of a given boundary during an activation. This volunteer activity should be underwritten with an appropriate level of support, particularly focused on the safety of team members and their effectiveness for the citizens that they serve.

Emergency Management and Communications

Madison County clearly has an obligation to provide emergency management services to their portion of the Big Sky community. This would include hazard analysis, hazard mitigation planning, as well as planning for disaster preparedness, response and recovery. Further, the needs of Big Sky area emergency service providers should be advocated by Madison County in the grant fund allocation process undertaken by the United States Department of Homeland Security and other sources.

Planning for terrorism and pandemic influenza outbreaks is particularly relevant in modern society. Although there is a good bit of information on weapons of mass destruction and more common terrorist activity, there is a vacuum of definitive material on other terrorism and pandemic subjects. It is, however, important to work with the State and Federal governments to identify the local steps required to secure the necessary portions of the Strategic National Stockpile and to set up and administer mass prophylactic and treatment scenarios.

MADISON COUNTY PUBLIC SAFETY

Since the Big Sky community has a necessary relationship with both Madison and Gallatin Counties, it makes good sense for the Emergency Management operations to work closely together in the planning and exercise functions for this area, and to take lead roles to insure seamless cooperation among response agencies.

The necessity for permanent, public safety communications links between Virginia City and Big Sky is current and will be the case for many years. Even if there is not daily use of the radio link, it would be essential for emergency situations and coordination of wildland fires, law enforcement/court activities, search and rescue activities and disaster response.

The situation with the Enhanced 9-1-1 services for the Yellowstone Club is in need of immediate attention. Given the level of privacy desired, it may be prudent for the Yellowstone Club to institute its own PSAP as a function of its Security Division. However, the fact that telephones inside the boundaries of the Yellowstone Club are being taxed for 9-1-1 services would seem to place the burden to make it work on the taxing authority without any financial burden beyond that required of other developers.

Madison County could provide the required PSAP services to the Yellowstone Club and, for that matter to other entities in the Big Sky area. The elements of that service include not only receiving incoming calls but also effectively dispatching them to the proper agencies without delay. A properly configured PSAP for the entire Big Sky area makes better sense from a service and reliability standpoint than having services rendered from either Virginia City or Bozeman. However, the infrastructure and necessary political agreements are not in place to do so. Nor is there evidence of any broad discussion on going. A major problem exists in that there is likely not enough income from the 9-1-1 telephone surcharge (in either portion of Big Sky combined) to support the operating costs of a Big Sky PSAP. Subsidies from both counties or other funds would be required to make it work.

Ingress and Egress

With an eye toward developing a second access to the Big Sky community, the terrain to the south of the community appears more conducive than any other to a viable road. Although an ingress/egress further to the south of the existing highway would still place traffic on U.S. Highway 191, it would offer a route around any blockage of State Highway 64. Further, once traffic reaches Highway 191, there are viable services in either direction at Bozeman or West Yellowstone.

RECOMMENDATIONS

Emergency Medical Service

1. **Support the concept of a community wide EMS by advocating participation in the current system.** This would include advocating annexation into the GCCRFD in order to provide the maximum tax and fee basis to sustain the service.
2. **To the extent that it makes good sense from an economic development standpoint, assist the GCCRFD in any way possible to provide quality EMS.** This recommendation does not advocate a direct subsidy from Madison County to GCCRFD or any other EMS provider in Madison County as long as those providers can maintain quality service based upon their own ability to tax and to charge fees for service.
3. **Madison County should encourage the Yellowstone Club and the GCCRFD to enter into a mutual aid agreement that is balanced in terms of resource commitment and willingness to respond to EMS calls.** Balanced resources imply that a similar level of service is available from either entity. For instance, if paramedic service is not uniformly available from the Yellowstone Club, then it would be appropriate for a differential service charge to be identified for payment either by the Club or by the individual EMS customer. Neither entity should be expected to deplete all of its equipment compliment or staffing for an incident in the adjacent area. However, it would now seem likely that at least one ambulance from each agency could be included in an agreement.

Fire Protection

1. **Support the concept of a community wide fire service by advocating participation in the current system.** This would include advocating annexation of developing properties to the GCCRFD in order to provide the maximum tax basis to sustain quality service.
2. **Encourage the development of new and use of existing mutual and automatic aid agreements among the adjacent fire service agencies in Madison and Gallatin Counties.** It is recognized that assistance from adjacent departments will be delayed because of distance, and in the case of the Madison Valley Fire Protection District, terrain.
3. **Madison County should take a positive partnership role in developing a viable wildland fire protection plan for the entire Big Sky community.** This should include funding a joint study with GCCRFD and Gallatin County, if possible.
4. **Madison County should encourage the Yellowstone Club and the GCCRFD to enter into a mutual aid agreement that is balanced in terms of resource commitment and willingness to respond to fire service related calls.** Balanced resources imply that a similar level of service is available from either entity. Neither entity should be expected to deplete all of its equipment compliment or staffing for an incident in the adjacent area. However, it would now seem likely that at least one 4- person engine company, one water tender and other identified resources from each agency could be included in an agreement.

Hazardous Materials

1. **Establish a written agreement with the GCCRFD to provide Hazardous Materials response to the Madison County area of the Big Sky community at an operations level.** This should include not only the area within the GCCRFD corporate boundaries, but

also in the other areas of Madison County adjacent to their district. This agreement should include the Yellowstone Club unless they agree, as an emergency response agency, to provide services at the operations level with their own personnel.

2. **Provide financial/equipment support to the GCCRFD consistent with that given to other Madison County hazardous materials responders.** This would primarily be in sharing grant funding for hazardous materials response obtained through Madison County.
3. **Establish a written agreement with the Bozeman Fire Department to provide technician level service to the Big Sky community (if not all of Madison County) on the basis of a call for assistance from one of the awareness or operations level providers.**

Law Enforcement

1. **Establish a law-enforcement planning group comprised of representatives from both Counties.** Big Sky is an area experiencing rapid growth involving many public safety jurisdictions and districts. The main task of this planning group is to develop a 5-year law enforcement plan. This group should conduct a needs assessment based on the opinions of local law enforcement professionals, interactions with local community members, developers and resort operators and an analysis of available statistical data. From the needs assessment, this group would develop a prescription directed at meeting current and future local service demands. The most important task of this group would be to develop an action plan to implement improved services in conjunction with a financial plan to fund these services equitably.
2. **Maintain the current law-enforcement contract in place with GCSO.** Details within the contract should be discussed including: equitable resource commitment, the establishment of performance measures and the expansion of services within the Madison County portion of Big Sky by GCSO. However, GCSO is in the best position to provide a broader range of quality law enforcement services to the Big Sky residents in Madison County.
3. **Examine staffing to see if expanded services such as code enforcement could be included within the existing fee structure.** It is the opinion of this evaluator that there is sufficient staff time to respond to the current level of service provided (refer to the analysis portion of this report) and expand services to include code enforcement.
4. **Work with the developer/resort community to provide affordable public safety housing within the Big Sky area.** In discussion with GCSO officials, an on-going problem to finding quality deputies to staff the Big Sky Office has been the cost of housing. Potential deputies have turned down the job due to the adverse impact of the cost of living in Big Sky. This issue needs to be addressed across the public safety employee spectrum. Especially as public safety agencies move away from volunteer staffs to full-time paid employees.

Search and Rescue

1. **Madison County should consistently provide technological (safety and effectiveness tools) support for its search and rescue team.**

2. **Funding support for the Gallatin County Search and Rescue Team should be provided by Madison County.** The support should be based upon a funding ratio that recognizes the number of responses made in the Madison County portion of Big Sky in relation to the funding provided for the Madison County Search and Rescue Team. The funding support should not be taken from the Madison County team.
3. **The Madison County Sheriff should provide needed coordination for search and rescue deployments using accepted Incident Command Procedures.** Training in these nationally required procedures should be provided by Madison County for its search and rescue volunteers.
4. **Madison County, through its Office of Emergency Management, should insure that effective communications exist in the wilderness areas around the Big Sky community.** This would include the ability to communicate and coordinate with Gallatin County search and rescue personnel as the teams work together in the Big Sky area.

Emergency Management and Communications

1. **The Madison County Office of Emergency Management (MOEM) should include citizen stakeholders and emergency services providers from the Big Sky area in all aspects of the disaster planning function.** This would include exercising of plans and participation in mandated committees such as the Local Emergency Planning Committee required by the SARA Title III act. This should include not only planning for the common identified hazards, but also the steps needed to address terrorism and pandemic situations.
2. **The MOEM should act as a facilitator to insure that adequate and functional mutual aid agreements are in place among the appropriate agencies providing emergency services to the Madison County portion of Big Sky.** Automatic aid agreements should be considered if and where they make sense.
3. **Effective and reliable communications should be established between the emergency service providers and the Madison County Sheriff's Office and Emergency Operations Center (EOC).** Although the recent ballot measure that included an EOC failed in Madison County, communications with the existing dispatch center and meeting space used for an EOC is very desirable. The communications should have interoperable capability among the emergency service providers and with Gallatin County if possible. Achieving interoperability may require some additional hand held and/or mobile radios.
4. **For major emergencies or disaster situations that are isolated to the Big Sky area, Madison County should be represented in any EOC operation established in the Big Sky community in order to provide resources and assist in the management of the situation with NIMS qualified personnel.** Madison County personnel should be prepared to assume any of the command or resource positions, especially during multiple operational periods (12 hour shifts).
5. **For the benefit of Big Sky residents in both Counties, a discussion should be initiated among the emergency service providers and the County governments toward improving public safety communication services in the Big Sky area.** Specifically, the possibility of a Big Sky PSAP should be explored in order to see if there could be cost savings as well as improved radio, paging and data services for the emergency providers. With the advantage of the upcoming state wide public safety

microwave system, there is a unique window of opportunity to examine what is best for Big Sky now and in the future.

Ingress and Egress

1. **Madison County should take a leadership role in studying alternative routes for ingress and egress for the Big Sky community.** Since the major resorts at Big Sky are within Madison County, the vested interest in moving large numbers of people should rest with Madison County. Planning should be undertaken with funding from both the State of Montana and Gallatin County if possible and should include input opportunities from all stakeholders.
2. **The existing agreement with Moonlight Basin Ranch should be continued in order to provide alternate access for small emergency vehicles and limited evacuation over the Jack Creek Road.** Assuming that this arrangement will be necessary for several years, Madison County should continue to maintain, if not improve, the roadway and bridge capability on the public portion of the Jack Creek Road.

Acknowledgements

Firescope Mid-America wishes to acknowledge the cooperation of all of the participants in this study. Their candor was important to the validity of the information and recommendations. We especially would like to thank Mr. Frank Ford for his assistance in logistics and for the information that he provided. To a person, everyone that provided input was clearly interested in quality public safety services for the Big Sky community.

APPENDIX A

INDIVIDUALS PROVIDING INFORMATION FOR STUDY

Attendees at Public Meetings:*

Werner Kalatschan, Vice President for Public Safety, Yellowstone Club
Bill Olson, Chair, Madison County Planning Board
Doris Fischer, Madison County Planning Office
Tom Reeves, Big Sky Search and Rescue/ GCCRFD
Dave Schenk, Madison County Sheriff
Rocco Altobelli, Big Sky Search and Rescue
Beverly Ford, Sheridan, Montana
Alexis Monte, Reporter, Lone Peak Lookout
Matt Daugherty, Gallatin County Sheriff's Office
Jason Revisky, Fire Chief, GCCRFD
Ben V. Hess, Gallatin County 9-1-1 Center
Bob Fry, Montana Department of Emergency Services
Steve Johnson, Big Sky Search and Rescue/GCCRFD/Big Sky Chamber of Commerce
Frank Ford, Madison County Emergency Management
Bob Sumter, Vice President, Yellowstone Club
Jesse Thrush, Captain, Yellowstone Club Fire Department
Ted Coffman, Chair, Madison County Board of Commissioners
Earl Mothers, Gallatin County
Jim Cashell, Gallatin County Sheriff
Roger Thompson, Under Sheriff, Madison County
Jeff Tong, Bridger Communications
Mary Armstrong, Gallatin County resident
Kevin Germaine, Moonlight Basin Ranch
Les Loble, Big Sky community resident
Steve Hauch, Fire Chief, Yellowstone Club

*many of these individuals were contacted individually as well

Others Contacted Individually:

Dave Schulz, Madison County Commissioner
Brian Wheeler, Big Sky Resort
Jamie Roberts, Big Sky Resort
Mary Jane McGarity, Big Sky Owners' Association
Buzzy Vick, Big Sky resident
Aaron Calvert, Spanish Peaks Development

**APPENDIX B
NOTES FROM PUBLIC MEETINGS
(UNATTRIBUTED)**

A public meeting was held on October 3, 2006 at 4:00 p.m. at the Big Sky Resort. Thirteen people including the local media representatives were present. The meeting was chaired by Mr. Doug Forsman, President of Firescope Mid-America.

In response to Mr. Forsman's question, "What are the Community's Expectations for Public Safety?", the following responses were noted:

- Search & Rescue (SAR): There is a high level of community expectation. Response time is 4-5 hours. People expect the response time to be quicker. Much more urban expectation. They expect professional services, when you show up.
- There is a difference between people who live here and people who are visiting here. Visitors have higher expectations.
- Visitors can't believe the ambulance service delay to the hospital - 1 hour and 15 minutes transport time.
- Expectations change on law enforcement side. High commuter traffic (high commuter volume) adversely affects full-time residents.

Mr. Forsman asked a follow-up question of the group. "How well are you meeting expectations on the law enforcement side?"

- There is a large influx of daily workers. We have concerns about what kind of crime is coming in. Not sure we have sufficient law enforcement staff to handle problems. Big Sky is larger than any other city in Madison County. It is a community not like any other part of the County.
- The challenges are tremendous for Big Sky with the influx of workers and only five deputies assigned. It's hard to keep them (deputies) up here. They can't keep up with crime. The cost of living is so expensive. It is a challenge between both Counties, keeping manpower up here. Due to short-staffing, we are reactive not proactive and response times suffer.
- The problem of residency for public safety officers was discussed. Issues concerning agency subsidy, shrinking volunteer force and affordable housing.
- It was clear from the group discussion that with rising housing costs, public safety personnel could not afford to live in Big Sky; and, with the change in the community's demographics due to this cost of housing increase, the volunteer public safety responder group was shrinking.
- Captain Savage of Firescope Mid-America posed the question - if the group thought a long-term public safety planning group would be of value. Those present thought this would be a useful tool to deal with public safety issues in Big Sky.

When asked by Mr. Forsman what issues they hoped the study would cover, responses included:

- Roadmap for planning.
- Public Safety Planning group.
- Emergency service affordable housing.
- Address the paging issues from Gallatin County.
- Radio Communications - interoperability not available on Madison County portion of the mountain.

MADISON COUNTY PUBLIC SAFETY

Mr. Forsman asked the question to the group, "What challenges did they foresee five years from now?" Responses included:

- More ambulance and fire calls.
- Public safety needs will be greater.
- Increase in burglar alarms and drug cases.
- Volunteer base will shrink and have to move to career departments.

The meeting was adjourned and Firescope Mid-America personnel remained at the meeting site to answer individual questions.

A second public meeting was held at 5PM on December 6, 2005 at the Offices of the Big Sky Water and Sewer District. Fifteen people attended the meeting. The purpose of the meeting was to receive input on the draft report. The following points were made:

- Gallatin County Search and Rescue handles nearly every call initiated in the Big Sky community, regardless of its origin in Gallatin or Madison Counties. About 1/3 of the 100 calls per year are in the Big Sky area. Search and rescue is partially funded by the general fund in Gallatin County and also receives resort taxes in response to specific requests. Much of the equipment used by the teams in both counties is privately owned.
- Madison County provides \$5,000 in its general fund for the support of the Madison County Search and Rescue Team. There is also a new law that allows the recovery of up to \$3,000 in expenses for each Search and Rescue activation.
- The Yellowstone Club is now hiring a contract paramedic from AMR Corporation in Bozeman to staff its Advanced Life Support ambulance 24/7. They have a second ALS ambulance during certain hours when their paramedic employee is on duty.
- Some people in the Big Sky community believe that Madison County should provide some financial support for the existing fire and emergency medical service operations, especially since Madison County receives significant property tax revenue from the Big Sky community. It was pointed out that Madison County does not provide support for those services in any portion of Madison County. Further, about 75% of the property tax revenue goes toward education.
- Gallatin County government has an agreement with the Bozeman Fire Department to provide technician level hazardous materials response to the entire county. The agreement extends to the portion of the Gallatin Canyon Consolidated Rural Fire District that is in Madison County.
- The Madison County LEPC should also enter into a similar agreement with the Bozeman Fire Department just to formalize the relationship.
- The 9-1-1 calls from the Yellowstone Club go to the Gallatin County Communications Center. Law enforcement calls are radioed to the Gallatin County deputies. Fire and EMS calls are phoned to the Yellowstone Club security guard station.
- The 9-1-1 surcharge is \$.50 per line per month on hard wired lines and cell phones. The latter applies only if the billing address is in the tax area.
- The Madison County Commissioners, the Yellowstone Club and the Gallatin County Commissioners need to work together to find an equitable and fair solution to the problem.
- The Law Enforcement contract between Madison County and Gallatin County does not specifically address jail or 9-1-1 services although they are currently handled by Gallatin County.
- Although the statistics may indicate that the Gallatin County deputies are not fully engaged in Madison County on calls, they remain busy in the Big Sky area addressing issues of mutual benefit and concern.

**APPENDIX C
REFERENCE NOTES**

1. Standard for the Installation, Maintenance and Use of Emergency Services Communications Systems, NFPA 1221-2007, section 7-4.2; National Fire Protection Association, Quincy, Massachusetts, 2006.
2. Annual Report, Gallatin Canyon Consolidated Rural Fire District; Big Sky, Montana, 2005.
3. Big Sky Joint Operations Plan; Big Sky, Montana; 2000.
4. Montana Code Annotated, Section 77-5-104.3 (a); 2005.
5. Municipal Fire Defense Classifications; Gallatin Canyon Consolidated Rural Fire District, Montana; Insurance Services Office; Jersey City, New Jersey, 2006.
6. Ibid; Yellowstone Club, Montana.
7. Standard for Professional Competency of Responders to Hazardous Materials Incidents, NFPA 472, Chapter 5; National Fire Protection Association, Quincy, Massachusetts, 2002.
8. Ibid, Chapter 6.
9. Ibid, Chapter 4.
10. Montana Code Annotated, Section 7-32-2121 (11); 2005
11. Ibid, Section 7-32-2121
12. Ibid, Section 50-2-116.
13. Ibid, Section 10-3-401.
14. Ibid, Section 7-33-2202.
15. Ibid, Section 77-5-104-3 (a).
16. Superfund Amendments and Reauthorization Act of 1986, 42 U.S.C. 11001 et seq.
17. Standard for Firefighter Professional Qualifications, NFPA 1001, Chapter 5; National Fire Protection Association, Quincy, Massachusetts, 2002.
18. Standard for Professional Competency of Responders to Hazardous Materials Incidents, NFPA 472, Chapter 4; National Fire Protection Association, Quincy, Massachusetts, 2002.
19. Standard for Firefighter Professional Qualifications, NFPA 1001 (as proposed), Chapter 5; National Fire Protection Association, Quincy, Massachusetts, 2007.
20. Occupational Safety and Health Act of 1971, 29 CFR 1910.120 (b) (6) (i).
21. Montana Code Annotated, Section 75-10-712; 2005.
22. Superfund Amendments and Reauthorization Act of 1986, 42 U.S.C. 11001 et seq.
23. Monthly Statistics as reported by the Gallatin County Sheriff's Office; Bozeman, Montana, 2006.